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AUTHOR Garland, Peter H.; Hunter, James Oliver
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ABSTRACT

State plans for higher education since 1960 are considered, with attention to factors highlighted for attention in planning documents, goals established for the higher education planning process, and recommendations advanced to achieve those goals. A total of 63 comprehensive state plans for higher education were included: 7 state plans were developed in the 1960s, 26 plans were from the 1970s, and 30 were from the 1980s. The number and percentage are indicated for each issue, goal, and recommendation by broad topic area and decade. Planning documents in the 1960s focused on demography, enrollment, and issues related to expansion. In the 1970s, demography and enrollments and the expansion of opportunities to new student clienteles were important, along with higher education financing and the effects of the economy and labor market needs. College costs and the economy dominated in the 1980s, while demography and enrollment remained important. The most frequently cited goals in the 1960s and 1970s were accountability and efficiency. In the 1970s, the goals of access and diversity emerged, while quality was the predominant goal of the 1980s. (SW)

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Evolution of Comprehensive State Planning for Higher Education

An Overview

Peter H. Garland

Executive Assistant to the Commissioner

James Oliver Hunter

Commissioner for Higher Education

Pennsylvania Department of Education

ASHE 1987 National Conference

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The George Washington
University
One Dupont Circle, Suite 630
Washington, D.C. 20036-1183
(202) 296-2597

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Evolution of Comprehensive State Planning for Higher Education

An Overview

Peter H. Garland and James Oliver Hunter

Introduction and Background

State-level planning for higher education is not a recent phenomenon, many states have been developing plans for higher education since the turn of the century. However, in concert with the vast expansion of higher education beginning after WW II, and fueled by federal support for state planning efforts, interest in comprehensive state plans for higher education has become more widespread. Similarly, planning documents have been issued on a more frequent basis.

Attention to planning in higher education has become even more intense as a result of the recent national focus on higher education as evidenced in a number of recent national studies beginning with INVOLVEMENT IN LEARNING (Study Group, 1984). This and other national reports have provided additional motivation for state planning and review activities.

Despite the amount of effort which has been expended on state planning in this century, there has been little comprehensive research on the contents of these plans (Garland & Hunter,1986). Therefore to increase our research-based understanding of state planning for higher education, this study has been undertaken. Its purpose is to (1) identify and explore (a) forces calling for attention in state plans since 1960, (b) goals established for the higher education planning process, and (c) recommendations advanced to achieve those goals; and (2) draw conclusions about the characteristics of state plans in each of the decades since 1960.

Related Literature

The history of American higher education in the twentieth century can be characterized by increasing attempts to exert state authority on an enterprise, serving the public good, which had been afforded a good deal of professional and administrative autonomy. In other words, the effort has been to identify, define, and ultimately, administer a system of higher education. To do so, both bureaucratic (the expansion of state boards and agencies) and political (increasing the extent of decision-making for higher education in the political arena) power has been increasingly exerted over institutions. According to Burton Clark (1985, p. 130) attempting to establish state authority has had one main thrust:

- to bring more administrative order to what is the most disorderly of all major advanced systems of higher education. The drift of authority for a quarter century has been steadily upward, toward a growing web of multi-campus administration, coordinating boards of higher education, state legislative committees and executive offices, regional associations, and a large number of agencies of the national government.

The pattern of organization attempted has been different in each of the states, but the overall goal--that of defining a system over which state authority could be exerted to some extent--has been relatively universal. One of the major ways in which state policy has been developed for higher education has been through the development of comprehensive state plans.

Developing State Structures for Higher Education

From the establishment of Harvard through the nineteenth century, higher education received little policy attention from state governments except for the occasional and often erratic provision of monies and land. Little concern was manifested by state policymakers for the coordination and direction of the higher education enterprise. This began to change early in the twentieth century when efforts were begun in many states to identify and define systems of higher education and the relation of the state to them. In the thirties, the Carnegie Foundation questioned the separation of higher education and state political processes and called for increased state involvement and improved coordination (Kelley & McNeely, 1933). Later on and after renewed study, that sentiment was echoed in Moos and Rourke (1959).

In the 1960's, a number of studies dealt with different features of statewide governance patterns. For example, Chambers (1961) compared voluntary and mandatory forms of coordination. In a more comprehensive fashion, McConnell (1962) and Martorana and Hollis (1960) presented systematic and detailed analysis of mechanisms for coordination and identify the major types of coordinating and governing structures in the several states. Glenny (1959), on the basis of his review of coordination and governance concluded that coordinating agencies as compared with governing boards and voluntary coordination would be the most effective structure for coordination of higher education.

In the seventies, the matter of coordination was the topic of increasing interest, perhaps as a result of federal support for comprehensive planning through funds made available for comprehensive planning (the so-called "1202 Commission" funds). Berdahl's STATEWIDE COORDINATION OF HIGHER EDUCATION (1971) and Halstead's STATEWIDE PLANNING IN HIGHER EDUCATION (1974) extended and updated the analysis provided by McConnell (1962) and Martorana and Hollis (1960) during the previous decade. Commissions and foundations also became active in the promotion of statewide coordination and planning through their reports and books, such as the Carnegie Foundation's, THE STATES AND HIGHER EDUCATION (1976), and the Carnegie Commission's GOVERNANCE OF HIGHER EDUCATION (1973). The expansion of state efforts to establish authority over higher education led Mortimer and McConnell (1978) to comment that voluntary coordination by the late seventies had all but disappeared and that the number of boards with regulatory power was continuing to increase.

According to Glenny (1971) and Blocker, Bender, and Martorana (1975), the expansion of state level boards and agencies for higher education in the 60's and into the seventies stemmed from both the growing complexity of higher education and that of state government. New and expanding institutions sought increased support for a myriad of new programs and services, often duplicating those offered or proposed elsewhere. Decisions to channel growth in higher education were needed, yet state legislative and governors' offices generally lacked the capacity to gather and interpret information upon which to base reasoned decisions for higher education. In addition, the scope and complexity of state government grew. Taking different forms in each state, existing activities ex-

panded while costly new ones were added. With increased competition for financial support and legislative attention to these public services, many states felt they were unable to coordinate their various activities. As a result, they sought to extend their oversight to promote coordination of efforts newly formed coordinating agencies. In this way, bureaucratic authority was exerted over institutions.

These units of state government have had to face a variety of challenges. Recently they have had to address such issues as enrollment stabilization, changing student clienteles, evolving societal needs, and new student interests. To meet these challenges effectively, state legislatures have typically empowered state coordinating agencies and boards with greater decision-making authority. Broad powers for comprehensive postsecondary educational planning have been extended to many state boards (Halstead, 1974; Millard, 1976).

Increasing Politicization of Postsecondary Education

The notion that higher education and politics do not mix, that education is apart from the political system has been a carefully nurtured notion. According to Wirt and Kirst (1972), this myth has its roots in the plight of the urban schools at the turn of the century. As a result of their volatile political environment, education leaders sought to emancipate schools from partisan politics and the political corruption which constrained them. Since that time, professional educators have cultivated the notion that education functioned apart from the larger political system; a stance which reduced and even eliminated external pressures for change according to Blocker, Bender, and Martorana (1975)

Recognition of the importance of the political process to higher education began as early as the thirties when Kelley and McNeely (1933) called for increased state involvement. Much later, in a study of legislators in several states, Eulau and Quinley (1970) found that even though they were supportive of higher education, a sentiment was growing to cease allowing the exclusion of higher education from policies and procedures established for other state agencies. Mortimer and McConnell (1978) suggest that under the fiscal pressures of the seventies, state legislatures more ardently questioned the priviliges afforded higher education through de facto exclusion from many state policies. As a result, remedy was sought through the exertion of expanded state authority.

Evidence for the expansion of state authority over public and private institutions is found not only through a variety of commentary and anecdotes but also through systematic analysis of state legislation. Monitoring the extent and topic of state legislation of importance to community college education, Martorana and others (1976-1985) have chronicled the growing amount of legislation affecting postsecondary institutions. They have suggested further that a growing amount of that legislation addresses all publicly-supported agencies of government, including community colleges and other two-year institutions within the definition of state agency. Martorana and Garland (1984) have recently pointed to a growing number of studies of higher education initiated by legislatures and their committees.

But it is not only state coordinating agencies and legislatures which have sought to expand state authority over higher education. Governors have become increasingly interested in educational policy at all levels. Recently, Dibiasio (1986) and Hyer and Grace (1986) in studies of blue ribbon commissions appointed to study higher education have pointed to the growing influence of governors overpolicy directions for higher education.

State Planning for Higher Education

In concert with coordinative structures and public policymaking activity, public concern for the condition and direction of higher education is also found in an increasing amount of state planning documents for higher education. While state planning for higher education is not a new phenomenon--indeed, considerable planning efforts since the beginning of the twentieth century can be found in a number of states--comprehensive state planning for higher education as a widespread phenomenon has been most visible since 1960. However, despite twenty-five years of concerted state planning activity and ongoing interest in the study of the relationship between the state and higher education, the amount of research-based literature on state planning for higher education remains small.

State planning for higher education is addressed typically as part of a broader topic concerning the relationship between higher education and state government; usually as one of the broad areas of responsibility given to state coordinating or governing boards. It is most often employed as evidence of their growing powers (Berdhal, 1971; Glenny, 1971; and Halstead,1974). With the advent of federally-sponsored planning activities in the states, attention was given to the benefits of comprehensive planning (Millard, 1976); however, little attention has been focused directly on planning processes and documents developed by states--what forces are considered, what issues are addressed, and what public policy recommendations are offered.

Numerous descriptive articles concerning the features of a single master plan or reactions to the plan can be found in the literature (see, for instance, Crosson,1979). However, while they contribute to an understanding of the issues and politics surrounding state planning and a single state's response to these, there remains little systematic research on comprehensive state planning documents.

Recently, some attention has been focused on more comprehensive and comparative analysis of state plans. Millard (1977) attempts to identify the issues which will reach prominence for the eighties in statewide planning. Nettles (1982) developed a method and criteria by which to evaluate state plans for higher education. The attention to and the role of the student in state master plans for higher education was studied by Wilkinson (1984).

More recently attention has been focused on the recent spate of state studies of and plans for higher education. In 1983, Ostar suggested that just since 1982, over two hundred study groups, commissions, and task forces were initiated by states to explore and plan for the future of higher education. Particular attention has been focused on blue ribbon studies commissioned by governors, legislators, and other policymakers. DiBiasio (1986) provides a comparative analysis of several recent state plans for higher education. The most frequently mentioned topics of recommendations found in these reports were program review, finance, and governance. On the basis of his review he concludes: (1) many of the issues affecting statewide governance of higher education have persisted over time; (2) the reports include a number of new issues; (3) the recommendations call for both increased centralization and greater decentralization; (4) flagship universities are likely to benefit from the recommendations aimed at differentiation; and (5) governors are becoming increasingly active in higher education issues. In a similar study, Hyer and Grace (1986) found that the majority of recommendations made by blue ribbon commissions were related to governance and finance.

Finally, elsewhere we (1986) have studied the evolution of state plans for higher education from 1960 through the 1980's in five states. On the basis of that analysis, we concluded that each of the decades--sixties,seventies, and eighties--can be characterized by differences in (1) the background, context, or major assumptions framing the planning documents; (2) the goals identified for attention in the higher education planning process; (3) the issues raised and the topics of recommendations offered; and (4) the general tone or style of presentation. These eras were termed the age of expansion (sixties), the growth of accountability and innovation (seventies), and the pursuit of

excellence and economic development (eighties). Reports developed in the sixties were characterized by expanding the capacity of the system to deal with increasing numbers of students. To do so required attention to the orderly development of the system through the expansion and empowerment of coordinating and governing structure and procedures. In the seventies, plans reflected attention to stabilizing enrollments while expanding opportunities for non-traditional students and studies. At the same time, efforts were made to make institutions and systems more accountable to the public.

Plans developed in the eighties provide evidence of a more sophisticated understanding of the relationships among education, economy, and society, particularly in regard to economic development. Quality and prestige emerged as significant areas of attention. The current study was undertaken to both test and expand those conclusions through a more rigorous analysis of a larger number of state plans for higher education. More importantly, it was undertaken to establish a baseline understanding of state planning for higher education since 1960.

Methodology

Content analysis was selected as an appropriate methodology because it is the most appropriate methodology for dealing with primary source documents and for developing typologies of topics considered. Furthermore, content analysis (1) enables the investigator to make inferences by systematically and objectively identifying specific charateristics of documents, and (2) reveals similarities and differences allows the determination of the relative emphasis and frequency of various phenomena.

Kidder (1981) outlines several steps for conducting content analysis. These include: (1) choosing the phenomenon to be studied; (2) determining the documents to be examined; (3) deriving the coding categories; (4) determining the sample; and (5) presenting the data.

In this paper, three phenomena were selected for analysis. These included (1) the factors highlighted for attention in planning documents; (2) the goals established for the higher education planning process; and (3) the recommendations advanced to achieve those goals. For the purposes of this study, only those goals and recommendations labeled as such were included for analysis while only those background issues highlighted in the text as factors in the planning environment were similarly included.

The documents chosen for examination in this study included those comprehensive plans, reports and studies undertaken or commissioned by policymaking authorities offering public policy recommendations regarding higher education which were collected by the authors. The plans which are examined here were obtained in three ways: (1) plans routinely shared among the State Higher Education Executive Officers (SHEEO) organization are routinely collected by the Office of Higher Education, Pennsylvania Department of Education; (2) in anticipation of a new master planning effort in Pennsylvania, copies of recent state plans were requested of each state in early 1982; and (3) the ERIC database was explored for all available state plans for higher education.

Coding categories were established for highlighted factors and goals highlighted in the planning process on the basis of the authors' previous study of comprehensive state plans for higher education (1986). For the policy recommendations, the coding categories employed by Martorana and Garland (1984) in their analysis of state legislation affecting community college education were modified and expanded on the basis of Garland and Hunter's (1986) previous study of state plans. A multicategory approach, employing mutually-exclusive categories, was used throughout. Through this process, 17 categories were developed for highlighted factors and nine for goals while seven broad categories were established for recommendations. Within these broad categories for recommendations, 45 subcategories were identified.

For the purposes of the sample, all reports and studies and containing public policy recommendations for higher education collected according to the above-mentioned process were examined and included in the study. The data derived in the course of the study are presented in summary form, as numbers and percentages.

Results and Findings

A total of sixty-three comprehensive state plans for higher education were included in the study. Seven of these plans (from 7 states) were developed in the 1960's, twenty-six plans (from 22 states) were developed in the 1970's, and thirty plans (from 27 states) were developed in the 1980's. Two or more plans were examined from 17 states. Results and findings will be presented in three parts: (1) factors highlighted in planning documents, (2) goals identified for the higher education planning process and documents, and (3) topics addressed in recommendations.

Factors Highlighted in Planning Documents

Table 1 depicts background issues which were highlighted for attention in the plans of each state by decade. The number of states which addressed each of the issues is presented in the table. The topics were divided into those addressing the condition of society and those which concerned higher education.

Looking at societal issues, the topic which dominated plans in the sixties was demography (100.0 percent), followed by level of education (57.0 percent). The overriding attention to demography and level of education reflects the broader concern in each of the plans in the sixties for educating a growing number of students. Economy and labor market needs were highlighted less often (28.6 percent each) while technology was mentioned in only one state (14.3 percent). None of the seven states focused on political issues in the planning environment.

The majority of states developing plans in the seventies continued to highlight demographic topics (86.4 percent) and level of education (54.5 percent) but where plans in the sixties focused on the growing number of students and making opportunities for more education available to all, plans in the seventies began to focus on the limits of expansion in the student population and to focus on the extension of educational opportunity to targeted groups such as women and minorities. Increasing attention was focused on the economy (54.5 percent) and labor market needs (40.9) perhaps reflecting a greater understanding of the complex relationships between education and the economy. Political issues surfaced as an area of attention in many states as funds for public services became more competitive. Technology remained an area of some concern (9.1 percent).

In the eighties, the economy (66.7 percent) has surpassed demography (63.0 percent) as the most frequently offered issue for special attention in state planning documents while attention to labor market needs remained strong (40.7 percent). Attention to level of education continued to decline slightly (40.7 percent) while attention to political issues (29.6 percent) increased slightly over the previous decade. Attention focused on the effects of changing technology on society has grown in the eighties (18.5 percent).

Turning to those issues specific to higher education, it can be seen from Table 1 that student enrollment dominated attention in the majority of states (85.7 percent). This is a natural extention of the predominant concern for demographic issues in society. In a related topic, a majority of states focused attention on the need for the development and expansion of certain programs (57.1 percent). Targeted for expansion were graduate and professional programs and those which prepared teachers. Over a quarter of states in the sixties focused attention on the administration and management of higher education, finance, and quality (28.6 percent each). One state (or 14.3 per-

Table 1. Number of Background Factors Highlighted by States for Consideration in Comprehensive State Planning Documents by Decade

	1960's (7 states)		1970's (22 states)		1980's (27 states)	
	n	%	n	%	n	%
Condition of Society						
Demography	7	100.0	19	86.4	17	63.0
Economy	2	28.6	12	54.5	18	66.7
Labor Market	2	28.6	9	40.9	11	40.7
Level of Education	4	57.0	12	54.5	13	48.1
Political Issues	0	0.0	6	27.3	8	29.6
Technology	1	14.3	2	9.1	5	18.5
Other	0	0.0	2	9.1	5	18.5
Condition of Higher Education						
Administration	2	28.6	4	18.2	7	25.9
Cooperation	0	0.0	3	13.6	2	7.4
Educational Opportunity	1	14.3	3	13.6	3	11.1
Enrollment/Students	6	85.7	10	45.5	8	29.6
Facilities	1	14.3	5	22.7	1	3.7
Faculty	3	42.6	5	22.7	8	29.6
Finance	2	28.6	15	68.2	16	59.3
Programs	4	57.1	8	36.4	8	29.6
Quality	2	88.6	3	13.6	6	22.2
Other	3	42.6	2	9.1	3	11.1

cent) focused on each of the areas of educational opportunity and facilties while none of the seven states highlighted cooperation as a background issue.

States developing plans in the seventies focused more on finance (68.2 percent) than enrollments (45.5 percent) most probably reflecting some concern over the growing costs of the higher education enterprise. Program development captured the attention of over a third of the states (36.4 percent). Concern over facilities (22.7 percent) was greater in this decade than the previous one, often focusing on energy costs. Less concern was expressed for faculty issues (22.7 percent) in the seventies than the eighties. Somewhat less attention was focused on administration in the seventies than in the sixties (18.2 percent). An equal number of states (3 or 13.6 percent) highlighted concern on educational opportunity, cooperation, and quality. In the first case, that attention was roughly equal to that of the previous decade while in the second, it was decidedly greater, and in the third it was less.

Finance again captured the attention of more states in the eighties than other background issues (59.3). This was followed by an equal number of states (8 or 29.6 percent) attending to enrollments (decreasing from the previous two decades), faculty (an increase from the seventies), and programs (again decreasing). Approximately one-quarter of the states focused attention on administration (25.9 percent) and quality (22.2 percent). Three states (or 11.1 percent) highlighted educational opportunity issues while two states (or 7.4 percent) focused attention on cooperation. Only one state provided substantial background attention on facilities.

In summary, it can be said that state planning documents in the sixties focused on demography and enrollments and other issues related to expansion. In the seventies, demography and enrollments remained important but less because of growth than stabilization and the expansion of opportunities to new student clienteles. Growing attention to the financing of higher education and its relationship to the economy and labor market needs was also important. The relationship between higher education and the economy and the cost of higher education has tended to dominate the background issues considered in the eighties. However, other issues, such as demography and enrollment, remain important.

Goals in the Higher Education Planning Process

Goals established for the higher education planning process as contained in state planning documents are found in Table 2. The goals mentioned most often in documents from the sixties related to accountability and efficiency (26.0 percent), reflecting the activity surrounding the establishment and expansion of higher education systems and their governing and coordinating boards. The next most frequently mentioned goals clustered around economic development/labor market needs and social development or improvement (18.5 percent each). Of the total number of goals established in state plans in the sixties, 14.8 percent related to individual development while 11.1 percent related to access and participation. Two goals mentioned or 7.4 percent of the total were concerned with quality while no goals for either diversity or program development were mentioned.

In plans developed in the seventies, the most frequently cited goals were once again accountability and efficiency (21.3 percent) and access (19.1 percent), the latter demonstrating considerable growth. Next in frequency were goals related to quality (12.8 percent) and diversity (9.9 percent). Of the total number of goals mentioned in state plans in the seventies, 7.8 percent related to program development and social development each while 5.7 percent of goals mentioned focused on economic development/labor market needs and individual development. Nearly ten percent of all goals mentioned (9.9 percent) dealt with other areas including such issues as lifelong learning, international, and cross-cultural awareness.

Table 2. Goals Established for State Higher Education Planning Processes and Documents by Decade

	1960's		1970's		1980's	
	n	%	n	%	n	%
Access	3	11.1	27	19.1	18	19.4
Accountability/Efficiency	7	26.0	30	21.3	25	26.9
Diversity	0	0.0	14	9.9	7	7.5
Economic Development Labor Market Needs	5	18.5	8	5.7	5	5.4
Individual Development	4	14.8	8	5.7	3	3.2
Program Development	0	0.0	11	7.8	4	4.3
Quality	2	7.4	18	12.8	24	25.8
Social Development	5	18.5	11	7.8	5	5.4
Other	1	3.7	14	9.9	2	2.2
Total	27	100.0	141	100.0	93	100.1*

*percentages sum to greater than 100.0% due to rounding error

Goals related to accountability remained popular in the eighties (26.9 percent) joined by those addressing quality (25.8 percent). Access remained a prevalent goal in state planning documents (19.4 percent). Less frequently mentioned were diversity (7.5 percent), economic development/labor market needs (5.4 percent), social (5.4 percent), program (4.3 percent), and individual development (3.2 percent).

In summary, the sixties can be characterized by their attention to establishing and expanding authority over higher education and identifying broad goals related to social, individual, and economic development. In the seventies, goals of access to and diversity in the system emerge while the goals of accountability and administration remain strong. Quality truly emerges as the predominant goal of the eighties even while attention to other areas remains.

Topics Addressed in Recommendations

Table 3 summarizes recommendations made in state planning documents by decade. A total of 3285 recommendations were identified by decade. The most frequently mentioned topic of recommendations was mission and program (35.0 percent) during the sixties. This finding is perhaps not surprising as states attempted to define the missions of the expanding systems of higher education. Students (15.7 percent), administration (14.8 percent), and growth and contraction (13.3 percent) were the areas of recommendations next most frequently mentioned. A smaller percentage of recommendations dealt with finance (9.4 percent), personnel (6.0 percent), and facilities (5.7 percent). Given the need for monies, faculty, and buildings often highlighted in these plans, the relatively small percentage of recommendations dealing with these issues is less than what might have been expected.

In the seventies, mission and role definition remained important as states continued to channel institutional development and evolution (42.0 percent). Administration and students remained popular in the recommendations made (17.4 and 15.1 percent respectively). Some increase in the frequency of recommendations related to finance is noted, reflecting increasing concerns for the costs and efficiency of higher education in light of stabilizing growth. Less attention in recommendations was focused on facilities (6.0 percent) and personnel (5.7 percent). Growth and contraction accounted for a considerably smaller percentage of recommendations than in the previous decade and focused more heavily on limiting expansion.

Mission and programs remained the popular topic of recommendations in the eighties (40.9 percent), followed by students (18.8 percent), and administration (16.6 percent). Finance (12.5 percent) and personnel (8.3 percent) both demonstrated increasing attention in recommendations over the previous decade while facilities (1.9 percent) and growth and contraction (1.7 percent) continued to decline as a percentage of recommendations made in the eighties.

In summary, the differences found across the decades in relation to the broad topic of recommendations are not pronounced. Those differences which stand out the most are the reduction in recommendations related to growth and contraction and facilities; changes which are not surprising given the stabilization of the enterprise. In order to explore differences across the decades in the recommendations made in state planning documents requires greater attention to the sub-topics of recommendations.

Tables 4 and 5 summarize the sub-topics of recommendations within the seven broad topical areas. The frequency of the several sub-topics of mission and programs is found in Table 4. The most frequently mentioned recommendations in the sixties were those related to graduate and professional programs and research (29.3 percent). Considerable attention was focused in planning documents in the decade on the expansion of graduate and professional programs--particularly for the preparation of faculty--and expanding opportunities for research in a variety of areas. The next

Table 3. Recommendations Made in State Planning Documents by Broad Topic Area by Decade

	1960's		1970's		1980's	
	n	%	n	%	n	%
Mission and Programs	116	35.0	676	42.0	549	40.9
Administration	49	14.8	280	17.4	223	16.6
Students	52	15.7	244	15.1	242	18.0
Finance	31	9.4	194	12.0	168	12.5
Personnel	20	6.0	82	5.1	112	8.3
Facilities	19	5.7	87	5.4	26	1.9
Growth and Construction	44	13.3	48	3.0	23	1.7
	331	99.9*	1611	100.0	1343	99.9*

*percentages sum to less than 100.0% due to rounding error

most frequently mentioned topic of recommendations was mission and role definition (17.2 percent) which is understandable given the desire of many planners in the sixties to channel the expansion of higher education programs and services. Also of particular note in this decade is the single recommendation which specifically addresses quality.

In planning documents developed in the seventies, program review was the most frequently mentioned topic of recommendations (21.0 percent) reflecting concern for the efficiency of effort and for duplication of programs and services. In that same vein, mission and role definition remained a frequent topic of recommendations (16.9 percent). Increased attention in recommendations to quality (5.2 percent), health programs (11.7 percent), and innovative programs (5.3 percent), such as universities-without-walls and credit for life experience efforts was found. Meanwhile, the percentage of recommendations focusing on graduate/professional and research (12.4 percent) and support services (8.6 percent) decreased over the previous decade.

Program review remains the predominant topic of recommendations for planning documents developed in the eighties (20.8 percent) while mission and role definition decreased as an area of frequent attention (8.2 percent). Renewed interest was focused on teacher education (9.5 percent) and increased interest expressed in the area of vocational/technical education. While the percentage of recommendations dealing with quality increased (11.7) it was still only the fourth most popular topic of recommendations; this despite the considerable attention that this topic has had in the scholarly and popular press. Finally, recommendations for innovative programs (0.3 percent) all but disappeared as an area of interest.

Also found in Table 4 is a breakdown of frequency of recommendations within the broad topic of administration. In the sixties, the largest number of recommendations dealt with the powers, duties, and operations of coordinating and governing boards (32.7 percent). The pre-eminence of this area reflects attention to newly formed or expanding boards and agencies. Cooperation (24.5 percent) was also a frequent topic of recommendations perhaps, understandable as many plans developed in the sixties were the first attempt to bring institutions together for more cooperative planning. No recommendations specifically addressed accountability mechanisms.

In planning documents developed in the seventies, cooperation emerged as the most frequent topic of recommendations (30.7 percent). Many of the plans developed in this decade focused on regional cooperative efforts. Planning and coordination (19.6) was the second most frequent topic of recommendations and along with administrative operations (19.4 percent) suggests that states were seeking to exert greater authority over institutions. Similarly, less attention was directed at governing and coordinating boards as their duties, powers and operations became more solidified (10.7 percent). Fewer recommendations focusing on accountability (3.2 percent) were identified than would have been expected given the oft-lamented increase in state authority and demands for accountability in the seventies.

Cooperation again emerged as the most frequent topic of recommendations (47.6 percent) though with a somewhat different flavor. Where recommendations for cooperation in previous decades focused most often on institutions cooperating with one another, in this decade they focus more on cooperation with other agencies and organizations including schools, government, and business and industry. Decreasing attention in the eighties has been focused on the role of private institutions (3.9 percent), governing and coordinating boards (8.2 percent), and operations (12.9 percent). Increased attention within the administration category is directed at accountability (6.0), highlighting in a number of states the containment of costs.

Turning to the broad category of students in Table 4, it can be seen that in the sixties, admissions policy was the most frequent topic of recommendations, followed by financial aid (26.9 percent) and tuition and fee policy (21.2 percent). These topics, taken together, speak to the concern in the sixties for the expansion of higher education opportunities generally. These three topics also

Table 4. Recommendations for Mission and Programs, Administration, and Students Made in State Planning Documents by Sub-Topic Area by Decade

	n	%	n	%	n	%
Mission and Programs						
Mission Definition	20	17.2	114	16.9	45	8.2
Quality	1	0.8	35	5.2	64	11.7
Program Review	14	12.1	142	21.0	114	20.8
Programs: Health	6	5.2	79	11.7	26	4.7
Grad/Prof/Research	34	29.3	84	12.4	70	12.8
Teacher Education	3	2.6	28	4.1	52	9.5
Outreach/CE	11	9.5	66	9.7	30	5.5
Support Services	15	12.9	58	8.6	49	8.9
Innovation	1	0.8	36	5.3	2	0.3
Vo-tech Education	3	2.6	18	2.7	29	5.3
Other	8	6.9	16	2.4	68	12.4
	116	99.9	676	100.0	549	100.1
Administration						
Private Institutions	7	14.3	23	8.2	9	3.9
Governing/Coordinating Boards	16	32.7	30	10.7	19	8.2
Administrative Operations	7	14.3	54	19.3	30	12.9
Planning and Coordination	5	10.2	55	19.6	43	18.5
Cooperation/Partnerships	12	24.5	86	30.7	111	47.6
Accountability Mechanisms	0	0.0	9	3.2	14	6.0
Other	2	4.1	23	8.2	7	3.0
	49	100.1	280	99.9	233	100.1
Students						
Educational Opportunity	4	7.7	21	8.6	24	9.9
Tuition and Fee Policy	11	21.2	54	22.1	17	7.0
Financial Aid	14	26.9	93	38.1	48	19.8
Admissions	16	30.8	43	17.6	50	20.7
Assessment	2	3.8	20	8.2	69	28.5
Student Services	2	3.8	6	2.5	22	9.1
Other	3	5.8	7	2.9	12	5.0
	52	100.0	244	100.0	242	100.0

Nore: some percentages do not sum to 100.0% due to rounding error

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dominated student-related topics in the seventies, though financial aid (38.1 percent) is seen to the most frequent topic of recommendations, followed by tuition and fee policy (22.1 percent) and admissions policy (17.6 percent). The predominance of financial recommendations reflects the expansion of student financial assistance at both the state and federal level during the decade.

Assessment of student learning surpasses these topics as the most frequently identified student recommendation in the eighties (28.5 percent) though admissions (20.7 percent) and financial aid (19.8 percent) policy remain frequent topics of recommendations. Concern for the quality of student learning, so frequently mentioned, is capturing a large share of the attention in state planning documents. Also of interest is the enduring attention to educational opportunity over the decades (9.9 percent in the eighties) despite worries that it may become supplanted by quality concerns. Recommendations related to student services--perhaps as a result of their recent recognition as important factors in the involvement of students in the educational process--have increased in the eighties (9.1 percent)

Turning to Table 5, recommendations within the broad category of finance are first summarized. During the sixties, recommendations related to financial procedures were most frequent (32.3 percent), followed by recommendations regarding operating funds for higher education (29.0 percent), and those related to funding formula (22.6 percent).

During the seventies, funding formulas were the topic of the largest number of recommendations (37.1 percent) reflecting the popularity of rational funding approaches in that decade. Financial procedures (29.4 percent) and operating funds (20.6) also remained frequent topics for recommendations.

Funding formulas again headed the list of recommendations in the eighties (38.7 percent), while the percentage of other recommendation topics was largely equal. Of particular note is the increasing interest in recommendations seeking to establish financial incentives (15.5 percent) for efforts directed at economic development, chairs of excellence, private support, and the like.

Several sub-topics were considered within the broad area of personnel as found in Table 5. The most frequently mentioned topics of recommendations in this area in the sixties were benefits and faculty staffing patterns (35.0 percent each). Next in frequency were recommendations dealing with faculty development (20.0). Taken together, these recommendations reflect concern for the attraction and development of individuals for the profession. No recommendations addressed affirmative action, or the rights and responsibilities of higher education personnel.

Plans developed in the seventies reflected greater interest in affirmative action (26.8 percent) than benefits (20.7 percent) or faculty staffing patterns (19.5 percent). Rights and responsibilities (13.5 percent) also emerged as a topic of recommendations.

In the eighties, recommendations related to faculty staffing patterns again head the list (30.4 percent) giving evidence of growing concern over the supply of potential faculty in the years ahead. A substantial number of recommendations also focuses on faculty development (26.8 percent) and benefits (17.9 percent), both reflecting concern for the future of the professoriate. Of diminishing frequency are recommendations related to affirmative action (3.6 percent).

The most frequently mentioned topic of recommendations related to facilities in plans developed in the sixties and seventies was facilities regulations and utilization policies (84.2 and 72.4 percent respectively) while in the eighties it was the maintenance and re-equiping of facilities (61.5 percent). The shift of focus in the eighties represents attention to both the aging of facilities (many built during the sixties) and expanding needs for new equipment and newly configured facilities.

Recommendations related to growth and contraction have been made in each of the decades as seen in Table 5, but there have been obvious shifts over time. In the sixties and even the seventies,

Table 5. Recommendations for Finance, Personnel, Facilities, and Growth and Contribution Made in State Planning Documents by Sub-Topic Area by Decade

	n	%	n	%	n	%
Finance						
Operating Funds	9	29.0	40	20.6	24	14.3
Funding Formula	7	22.6	72	37.1	65	38.7
Capital Projects	2	6.5	19	9.8	26	15.5
Financial Procedure	10	32.3	57	29.4	27	16.1
Incentives	3	9.7	6	3.1	26	15.5
	31	100.1	194	100.0	168	100.1
Personnel						
Affirmative Action	0	0.0	22	26.8	4	3.6
Benefits	7	35.0	17	20.7	20	17.9
Faculty Development	4	20.0	8	9.8	30	26.8
Rights and Responsibilities	0	0.0	11	13.4	10	8.9
Faculty: Quality	2	10.0	7	8.5	14	12.5
Staffing Patterns	7	35.0	16	19.5	34	30.4
Other	0	0.0	1	1.2	0	0.0
	20	100.0	82	99.9	112	100.1
Facilities						
Regulations/Utilization	16	84.2	63	72.4	7	26.9
Construction Procedures	3	15.8	11	12.6	3	11.5
Maintenance and Equipment	0	0.0	13	14.9	16	61.5
	19	100.0	87	99.9	26	99.9
Growth and Construction						
New Institutions	17	38.6	14	29.2	2	8.7
Expansion	17	38.6	15	31.3	5	21.7
Limitations	10	22.7	19	39.6	16	69.6
	44	99.9	48	100.1	23	100.0

Note: Some percentages do not sum to 100.0 due to rounding error

recommendations for new institutions (38.6 and 29.2 percent respectively) and institutional expansion (38.6 and 31.3 percent respectively) dominated this broad topic area. However, in the seventies, recommendations to limit the expansion of institutions or addressed institutional mergers or closings, became more frequent (39.6 percent). And by the eighties, the majority of recommendations made in this area (69.6 percent) sought limitations and policies directed at scaling down the enterprise.

In summary, looking at the sub-topics of recommendations found in state plans, studies, and reports provides evidence of shifting priorities in thes documents. Emphasis in the sixties was on defining the missions of expanding institutions; developing coordinative and cooperative structures; establishing policies aimed at admissions, financial aid, and tuition policies; financial procedures; and faculty staffing patterns. In short, those key policy recommendations seeking the orderly expansion of state higher education systems were highlighted.

In the seventies, recommendations reflect growing interest in program review; planning, coordination, and administrative operations; funding formula; innovative programs; financial aid; and affirmative action. In short, access, accountability, and the improvement of the administration of institutions and systems were at the heart of policy recommendations in this decade. And finally, the recommendations offered in state plans in the eighties stress quality; the improvement of teacher education; assessment of student learning; faculty development and staffing patterns; and maintenance and equipment.

Discussion and Major Observations

The characterizations of state planning documents in the sixties, seventies, and eighties which we made in our earlier review (1986) of the evolution of planning in five states hold largely true here in a more comprehensive and objective analysis of planning in more states across a larger number of planning documents. However, the differences found across the decades are not as pronounced as our previous analysis might indicate. There are several possible reasons for this.

First, this analysis made no evaluation of the relative weight or impact that a particular background issue, goal, or recommendation might have on the future of higher education. In a particular document, a recommendation concerning the timing of the report of student enrollments received no more or less weight than one which called for the establishment of a 'chairs of excellence' program for all publicly supported colleges and universities. Certainly, each of us would have certain opinions as to which recommendations or goals in a particular report were most important (and in our previous look at state planning we attempted to do just that) but in the design of this study, only the presence, absence or number of phenomena were reported with no attempt at weighting made. In this way, significant issues, goals, or recommendations for policy might, in a particular state plan or in the aggregate, become obfuscated by the sheer number of those which might be deemed by the observer as more routine.

Second, our previous review looked at five states which have been very active in planning activities over the past twenty-five years, perhaps much more active than other states. An argument could be made that their efforts are perhaps more sophisticated as a result or perhaps that they may begin to address emerging issues sooner than other states. Perhaps they are 'bellweather states.' Other states, less active in planning processes may find the need to address in one plan that which other states have addressed in previous ones. Thus for states which developed comprehensive plans first in the seventies, many of the issues, goals, and recommendations that others considered in the sixties are found in these plans of the seventies. A casual review of plans on hand suggests that this may be true to some extent. Furthermore, Martorana and others (1976-85) suggests that states often watch other states closely for emerging public policy directions.

And third, while important new issues, goals, and recommendations can be found in most plans, the bulk of each of these remains the same over time or, in fact, grow by accretion. States continue to address demographic and enrollment issues, establish goals for access and quality, and offer a myriad of recommendations for financial and administrative procedures as well as mission definition. With the bulk of attention on 'routine matters,' it is then not surprising that new considerations and efforts change the sum total of attention slightly. Attention to new issues, goals, or recommendations appear at the margins. Evidence for this can be found in a number of plans where a particular issue is highlighted in the planning environment, which relates to an already-established goal, and which generates only a few recommendations. Meanwhile, the same document might contain a dozen recommendations fine-tuning a funding formula yet again. This suggests that while our attention is captured by those 'trendy' issues found in the popular and scholarly press--and to which we direct some attention in our state plans--we continue to devote the majority of our attention to those areas traditionally addressed by state plans. To provide a graphic metaphor: we dress up our traditional suits with the latest (and often flashy) power tie.

Further research must look not only at the sheer number of issues explored, goals established, or recommendations made, but also at the importance of those phenomena (as defined by their 'newness,' the impact which they have on current operations or directions, and so on). To some extent, we attempted that in our previous work, though our intuitive observations there should be made more rigorous and systematic.

But perhaps the most significant area of further research remains the disposition of these carefully wrought recommendations for they remain simply recommendations for public policies until they are acted upon by legislatures, governors, system and institutional boards, and other policymakers. The question--to what extent have these recommendations been implemented to shape public policy--remains to be answered. Only finding an answer to this question will allow us to assess the extent to which state plans have been effective extensions of state authority over higher education.

Reviewing the work of recent blue ribbon commissions established to make recommendations concerning higher education, DiBiasio (1986), Hyer and Grace (1986), and Johnson and Marcus (1986) have commented that some have been successes and others failures as measured by their acceptance by policymakers. Johnson and Marcus give us some indication of which may be successful and which not, but how are we to ultimately know the extent to which the planning efforts of the past twenty-five years have been successful?

Glenny (1985, p. 11) has claimed that "virtually every state has accrued major benefits through planning," but how are we to evaluate that? The evaluation of the success of state plans, reports, and studies in shaping public policy is one such way.